



Collaboration of actor in formulation of development program tourism destination in West Halmahera Regency. (Study In Tuada and Bobanehena Village, Jailolo District) - Indonesia

Colaboración del actor en la formulación del programa de desarrollo del destino turístico en West Halmahera Regency (Indonesia)

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Received: 11/05/2018 • Approved: 25/06/2018

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ABSTRACT:

The village development aims to improve the welfare of the villagers and the quality of human life and decrease poverty through the provision of basic needs, development of facilities and infrastructure, development of local economic potential, and sustainable use of natural resources and environment. This research is intended to deeply understand the collaboration of actors in the formulation of tourism destination development program in Tuada and Bobanehena Village, Jailolo Sub regency, West Halmahera Regency. This research uses qualitative approach, with kind of constructivism research. This study proves that there is collaboration between official and unofficial actors in the process of formulating tourism destination development program in three important aspects namely context, driver, and collaboration dynamic system. Simply put, actors

RESUMEN:

El desarrollo de la aldea tiene como objetivo mejorar el bienestar de los aldeanos y la calidad de la vida humana y disminuir la pobreza a través de la provisión de necesidades básicas, el desarrollo de instalaciones e infraestructura, el desarrollo del potencial económico local y el uso sostenible de los recursos naturales y el medio ambiente. El objetivo de esta investigación es comprender en profundidad la colaboración de los actores en la formulación del programa de desarrollo de destinos turísticos en Tuada y Bobanehena Village, Jailolo Subregency, West Halmahera Regency. Esta investigación utiliza un enfoque cualitativo, con el tipo de investigación constructivismo. Este estudio demuestra que existe una colaboración entre los actores oficiales y no oficiales en el proceso de formulación del programa de desarrollo de destinos turísticos en tres aspectos

collaboration can be analyzed from the necessity of developing tourism object, making of village regulation, the resolve of tourism management conflict, actor initiator and incentive, and also process guide and social capital in formulation program of tourism destination development in West Halmahera Regency through Forum Deliberation Village which discussed about RPJMDes, RKPDes and APBDes.

Keywords: Actor Collaboration, Program Formulation and Tourism.

importantes: el contexto, el controlador y el sistema dinámico de colaboración. En pocas palabras, la colaboración de los actores se puede analizar desde la necesidad de desarrollar el objeto turístico, la regulación de la aldea, la resolución del conflicto de la gestión del turismo, el actor iniciador y el incentivo, y también la guía de procesos y el capital social en el programa de formulación del desarrollo de destinos turísticos en West Halmahera Regencia a través de Forum Deliberation Village que discutió sobre RPJMDes, RKPDes y APBDes.

Palabras clave: Actor Colaboración, Programa de Formulación y Turismo.

1. Introduction

In the context of the formulation of development programs, one of the important things to notice is; development planning is based on accurate and accountable data and information (Article 31 Law 25 2004). An obstacle in the implementation of development is also faced by the villages, especially the villages which located in West Halmahera Regency. The issuance of Law No. 6 of 2014 about the village raises several serious problems at the village level, first, the intervention of West Halmahera Regency Government actors in the formulation of the program especially when caring for and / or harmonizing with the West Halmahera Regency government program (vide regulation of home affairs 114 2014, Chapter I article 1 and article 2).

Secondly, the weakness of actors at the village level in planning or developing a program plan that fit with their needs. This is because even if the village has the authority to formulate programs that are in accordance with the objective conditions of the village, they must be in line with the priorities of the programs and activities of the Regency / City (see article 79 of Law No. 6 of 2014).

In addition, the results of interviews with Abubakar Sani Mustafa as Team Leader Consultant Assistant Region of North Maluku Province it obtained some facts about the weakness of village actors in the development planning such as; firstly, the weakness of village fund management and the allocation of village funds by the village head as the person who responsible so that many village funds and the allocation of village funds are problematic in its use; second, the community has not been actively involved in the budget preparation process; third, the limited knowledge, writing ability or concept, and the articulation of opinions or opinions from village deliberations, especially in terms of program planning until its implementation (interview, 21-03-2017).

In West Halmahera Regency, the total village funds disbursed by the Central Government is Rp.129,912,794,000.00, - (one hundred twenty nine billion nine hundred and twelve million, seven hundred and ninety four thousand rupiahs) and the allocation of village funds from the West Halmahera Regency Government is Rp38.469.248.000 (Thirty eight billion four hundred sixty nine million two hundred forty eight thousand rupiah) divided into eight regencies and one hundred seventy villages. More data described as follows;

With the distribution of village funds and the allocation of village funds totaling Rp.168,382,047,000 for one hundred and seventy villages in West Halmahera Regency, which is one of the regencies that are designated as underdeveloped areas in Indonesia (rules of president No. 131 of 2015), and the mandate of article 12 rules of minister of suburb 2015 that "local-scale local village economic development as referred to Article 9 letter C covers among others; Development of Village Tourism outside the Master Plan for the Development of Regency / Municipality Tourism (letter P article 12 rules of minister of suburb 1 2015), researchers pretend to understand in more depth "Collaboration of Actors in the Formulation of Tourism Destination Development Program in Tuada Village and Bobanehena Village, Jailolo district, West Halmahera.

Development basically can not be separated from the reality faced by the society. The main purpose of development is to change from a certain situation to a better condition.

Therefore, with the sources received through the Central Government in the form of Village

Funds as well as Local Governments in the form of Village Fund Allocation, the choice to plan development programs in accordance with the needs of the Village becomes significant to be studied. Thus, the problem formulations that the authors propose are;

1. Why is actor collaboration in Tourism Destination Development Formulation needed?
 2. What components are driving the collaboration of actors in Tourism Destination Development Formulation?
 3. Are there any procedures and social modalities that bind the dynamics of actor collaboration in Tourism Destination Development Formulation?
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2. Methodology

This type of research is constructivism research. In the explanation of the ontology of constructivist paradigm, reality is a social construction created by individuals. However, the truth of a social reality is relative, applicable in the specific context considered relevant by social actors (Hidayat, in Bungin, 2011, p. 11).

3. Literature Review

3.1. Paradigm of Public Administration

According to Moeljarto Tjokrowinoto (2002, p. 139) many works of scholars who try to map the various flow of thought or paradigm that form the figure of State of the art Science State Administration. The difference in paradigm is due to their point of view and their different points of concern. Sharma (1966: 5-41) sees schools or schools in the State Administration of Administration, namely the flow of administrative, empirical, human behavior, social systems, mathematics and decision theory. Medium Bailey (1968) can identify a number of variations of theory in the Science of State Administration, namely descriptive, explanatory, normative, assumptive and instrumental.

Chandler and Plano (1988 in Keban 2014, p. 3) explain, Public administration is the process by which public resources and personal are organized and coordinated to formulate, implement and manage decisions in public policy. Public administration is an art and science (art and science) that is intended to regulate public affairs and perform various tasks that have been established.

Shafritz and Russel (1997 in Keban 2014, p. 6) argue that it is difficult to give a definition of public administration that is acceptable to all. Therefore, the authors provide several definitions based on four categories namely, political, legal / legal, managerial, and mathematical. By political category, public administration is defined as "what government does", either directly or indirectly, as a stage of public policy-making cycle, as an implementation of the public interest, and as an activity that is done collectively because it can not be done individually.

3.2. Collaboration Management

Agranoff and Mc Guire (2003, p. 4) explain "Collaborative management is a concept that explains the process of facilitating and operating in multiorganizational arrangements to solve problems that can not be solved, or solved easily, by single organizations. Collaboration is a purposive relationship designed to solve a problem by creating or discovering a solution within a given, set of constraints (e.g.knowledge, time, money, competition, and conventional wisdom; Schrage, 1995).

Frederickson in Agranoff and McGuire (2003, p. 20) explains; *"Many different labels have been used to describe the interactive patterns of multiple organizational systems, and we employ "collaboration" as our primary descriptor of managing across governments and organization. In the public administration literature, the term "governance" is often used to describe a wide range of organization types that are linked together and engaged in public activities, enlarging (and changing) the domain of government. Governance connotes that*

more public agencies are involved in the formulation and implementation of policy, which suggests "the declining relationship between jurisdiction and public management".

3.3. Collaboration

Collaboration is the character of a group of people acting on the basis of teamwork. Activity groups that combine the capabilities they possess and share an understanding of the tasks to their members on the basis of mutual trust and respect are forms of commitment-based collaborative behavior. Creative-group collaborative behavior is built on three individual orientations towards the group, namely loyalty, identification, and involvement (Akib, Haedar, 2011: 25).

Ansell and Gash (2007, p. 544-545) also explained *"A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets. This definition stresses six important criteria: (1) the forum is initiated by public agencies or institutions, (2) participants in the forum include non state actors, (3) participants engage directly in decision making and are not merely "consulted" by public agencies, (4) the forum is formally organized and meets collectively, (5) the forum aims to make decisions by consensus (even if consensus is not achieved in practice), and (6) the focus of collaboration is on public policy or public management.*

Donahue and Zeckhauser (2011, p. 22-24) explain that *"Collaboration necessarily have at least two parties, and any study of collaborative governance can take at least two points of view, that of government and that of private party".* While Robertson and Choi (2010 in Subarsono, 2016, p. 176) define Collaborative Governance as *"A collective and egalitarian process in that participants are endowed with substantive authority to make collective decisions, and each stakeholder possesses an equal opportunity for its preferences to be reflected in the collective decision".*

Collaborative Governance distinguishes itself with partnership through the role of government in it. In partnership, the government works by building networks, coalitions, and partnerships aimed at creating effective services with government to citizen relations. In collaborative governance, governments work through the private sector and community elements to achieve public goals (O.Flynn and Wanna, in Purwanto et al, 2015, p. 137).

According to Purwanto et al, (2015, p. 138). The Collaborative Governance Framework has various dimensions, namely the context system, the concept of collaborative governance, and the dynamics of collaboration (Balogh 2011 in Subarsono, 2016, p. 198-201).

3.4. Definition of Policy

Dye wrote *"public policy is whatever governments choose to do or not to do. Governments do many things. They regulate conflict within society; they organize society to carry on conflict with other societies; they distribute a great variety of symbolic rewards and material services to members of the society; and they extract money from society, most often in the form of taxes. Thus, public policies may regulate behavior, organize bureaucracies, distribute benefits, or extract taxes-or all of these things at once"* (Dye, Thomas R. 2013, p. 3).

Gerald E. Caiden defines public policy making as *"the determination of the general direction of publicly resolved societal issues-is the most important area of public administration. It determines the scope of government and the extent of public organization".* (Caiden, 1982, p.51).

Thomas R Dye has presented other typologies with various variations of the analysis of the state policy model. Based on the typology of Dye, Nicholas Henry classifies the typology into 2 (two) major classifications, namely (1) state policy is analyzed from the point of process, (2) the state policy is analyzed from the point of outcome and its effect or effect (In Islamy 2004, p. 34-76). Including the grouping of analyzes from a process point of view is an

institutional model. Elites, groups and systems. While from the point of results and consequences is a model of rational comprehensive, incremental, and mixed scanning by Etzioni.

3.5. Actor Collaboration in Programming

In principle, policy actors are those who are always and should be involved in every process of public policy analysis, both functioning as an active and proactive formulator or pressure group in interacting within the context of public policy analysis (Howlet and Ramesh, 1995; Weinerdan Vining , 1989 in Muhlis Madani 2011, p. 37-38).

In addition, discussions of anyone involved in policy formulation can be seen, for example, in the writings of James Anderson (1979), Charles Lindblom (1980), and James Lester and Joseph Stewart, Jr (2000) in (Winarno, 2004, p. 84-92) . Actor or actors in the policy making process can be divided into two groups, namely the cast and the official and the cast and the unofficial. Included in the cast and official are government agencies (bureaucracy), president (executive), legislative and judiciary. While belonging to the cast and unofficial groups include interest groups, political parties, and individual citizens.

4. Finding and Discussion

4.1. Context System

4.1.1. The Need for Actor Collaboration

Collaboration or cooperation is a necessity that can not be ignored in the modern world. Collaboration is the character of a group of people acting on the basis of teamwork. Activity groups that combine the capabilities they possess and share an understanding of the tasks to their members on the basis of mutual trust and respect are forms of commitment-based collaborative behavior. Therefore, the urgency of actor collaboration in the formulation of the Tourism Destination Development Program in Tuada and Bobanehena Villages is relevant to be analyzed.

In fact, the villagers of Tuada and the Villagers of Bobanehena agree that the tourism potentials in their respective regions need to be developed. Referring to Anderson (1979), Charles Lindblom (1980), and James Lester and Joseph Stewart, Jr (2000) in (Winarno, 2004: 84-92), official actors such as Village Governments (Village Heads) and Village Empowerment Bodies (BPD), Village Owned Enterprises (BUMDes) as well as unofficial actors such as tourism awareness groups (Pokdarwis), Religious Leaders, Community Leaders, Women Representatives and Local Village Assistants, as well as Members of Political Parties or Members of the Regional People's Representatives Council in principle said that tourism potential that exist in each village need to be developed.

4.1.2. Village Regulation About manners

In addition, both official actors and unofficial actors find it necessary to define karmic or good manners for local, domestic, and foreign tourists in a village rule, such as prohibitions on carrying liquor or alcoholic beverages and the need for a dress code that respects local customs .

4.1.3. Tourism Object Management Conflicts

Regarding the conflict in the management of Tanjung Pejuang tourism object in Tuada village and hot water attractions in the coast of Bobanehena, there are two conflicts that developed. First, land conflicts that occur between landowners whose lands are used as a tourist attraction with the manager of that is the tourism awareness group (pokdarwis). In conflicts related to the value of land, the value of the actors can be material-instrumental or ideological-fundamental

Land dispute in Tuada and Bobanehena villages belong to the material-instrumental rather than ideological-fundamental categories of values. An actor may neglect the value of his instrumental material if there is a compensation mechanism to cover his loss. Conversely,

for fundamental-ideological values agreement or compensation will be difficult to achieve and if policy makers insist on continuing their agenda then conflicts are about to happen. Thus, when there is talk of compensation or purchase of disputed land, the conflict can be resolved immediately. Because it is material-instrumental, the compensation mechanism or compensation offered can immediately resolve the conflict. This happened to the land conflict between Bobanehena Village awareness Tourism Group and the land owner that was finally purchased by the West Halmahera Regency Government.

For land disputes in Tuada Village tourist attraction, the value of the land is material-instrumental because it can be purchased by the Village or Regency Government if there is a deal in price, but also ideological-fundamental since the Banau and Po'en fighter once made the place as the basis of movement resistance against the Dutch colonists.

Second, management conflicts which occur between the tourism awareness group (pokdarwis) and the Village Owned Enterprise (BUMDes) in Tuada Village. Approximately eight months of managing Tanjung Pejuang tourism object, the Chairman of the Sadar Wisata Group has not provided a report of responsibility for the management of the tourism object. Therefore, the Head of the Village provides responsibility for the management of Tanjung Pejuang tourism object to the BUMDes (State Owned Enterprises) which later leads and supervise the work of the tourism awareness group (pokdarwis).

4.2. Drivers

4.2.1. Initiators and Incentives For Collaboration

Bobanehena Custom Village and Tauada Village that has a tourist attraction can not be separated from its movers. Sofyan Labuha, the initiator of indigenous villages and the hot water attraction village of Bobanehena coastal is known as an energetic person, creative, and super spiritfull. While Udin Bakar the initiator of Tourism Village is known as a man who is Honest and sincerely beside as an activist in several mass organizations and parties.

How much money are accepted by both of them as initiators in mobilizing the management and development of tourism destinations in the Tuada Tanjung Tuada Tourism Village and Hot Water Village of Bobanehena Coastal, zero rupiah or nothing at all.

As initiators they simply just wish that tourism activities keep growing. To develop, special worker needs to be hired guarding the entrance of tourism object. Therefore, for now those who are paid are those who work as entrance guards of tourism objects. In a day they can be paid from Rp. 50,000 to Rp. 200,000, depending on how many tourists are coming.

4.3. Collaboration Dynamic

4.3.1. Process Guide and Social Capital

In carrying out the system of village administration in Tuada and Bobanehena, Iksan Fauk, the village head of Tuada, and Iswan Idrus, the Chief of Bobanehena Village, uses Law Number 6 Year 2014 on Village, Government Regulation Number 47 of 2015 About the Implementation of Law Number 6 Year 2014 About the Village , Regulation of the Village Minister, Development of Underdeveloped Regions and Transmigration No. 2 on the Code of Conduct and the Decision Making Mechanism of Village Deliberations, Ministerial Regulation of the Interior No. 114 of 2014 on Village Development and other related rules.

However, with the existing rules, it does not guarantee the adherence of the Village Chiefs and the Village Consultative Bodies in Tuada and Bobanehena to carry out all matters of government under prevailing laws and regulations. On the contrary, the coordination between the elite, Head of Village Iksan Faruk together with the Chairman of BPD Amran Bayau as well as religious figures, community leaders and customary leaders in order to the Chairman of BPD and Village Head to legalize the document on the grounds, after the inauguration time narrow deliberation, the preparation of the minister of the village arrival, and implementation of 10 main programs of PKK.

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As for Bobanehena Village, it is still normative to carry out village meetings as mandated in legislation. However, the implementation of the deliberation has not been in accordance with the time or the provisions of the month in which it is requested. Therefore, according to the Village Chief of Bobanehena Iswan Idrus, for deliberation of the village of Fiscal Year 2017, not one hundred percent of the mandated stages implemented.

While related to social capital, in Tuada village almost lost or no trace in the daily life of the society. From the writer's observation, the public has no photograph of their hero namely Banau and Po'en, the characters' advice about the nature, or where exactly the warriors often meet if they are on the cape. All this information can not be shown.

Unlike the Bobanehena indigenous peoples who still have the tradition of Oke Sou, Kololi Dehe, se Kabasarang custom in the event of Selamatan, Eating *Nasi Bulu* (bamboo), Tide-Tide Dance for welcoming Guests. More uniquely, in Bobanehena Village, the series of social capital can be displayed in tour packages such as full day trip with cost per-person Rp. 600,000. Therefore, as a custom Village as well as Tourism Village, Bobanehena has the potential and tourism richness of interest to continue to be preserved.

5. Conclusion

Research on the Collaboration of Actors in the Formulation of Tourism Destination Development Program in West Halmahera Regency, Studies in Tuada and Bobanehena Villages have some important notes that can be summarized as follows;

1. The existence of attractions that need to be developed and experience of managing the conflict becomes the basis for the need for collaboration of actors.
 2. Proportional initiative and incentives are the components of the actor's collaboration.
 3. The existence of joint guidance among actors, mutual trust and respect, and strengthening the role of the leaders and the implementation of social capital.
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Revista ESPACIOS. ISSN 0798 1015
Vol. 39 (Nº 44) Year 2018

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